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This booklet analyzes the manifestations of student unrest in the secondary schools, discusses the causes of activism, and recommends ways for dealing with these forces. Alienated students and various types of activist students are defined. Examples are given of such activist-oriented activities as underground publications, sit-ins, picketing, mass meetings, vandalism, manipulation of student politics, and protest themes. Some major causes of activism are analyzed with particular attention paid to societal causes, school related causes, and personal causes. Recommendations are made for using student unrest to benefit the educational process. Discussion covers the administrator's role, faculty role, communication, administration, counseling, student participation in government, open forums, curricula, guidance programs, and student activity programs. In the event that activism becomes destructive and must be controlled, suggestions are made for establishing school policies relating to discipline, closed campuses, underground newspapers, the "continuation school" program, improvement of facilities, community news media, Parent-Teachers Associations, and emergency planning. (TT)

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ACTIV-ISM IN THE SECONDARY SCHOOLS: Analysis and Recommendations

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Bureau of Educational Research
and Service

College of Education

University of Oregon, Eugene

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ACTIVISM IN THE SECONDARY SCHOOLS:

Analysis and Recommendations

by Kenneth Erickson
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BUREAU OF EDUCATIONAL RESEARCH
College of Education
University of Oregon, Eugene
March 1969

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Preface

Secondary school administrators and teachers, as well as superintendents and school boards, are experiencing new demands on their already overcrowded hours. Yesterday's protests by individual students are being mobilized into group protest movements in today's new activism. This helpful booklet, *Activism in the Secondary Schools*, brings a depth of understanding to this problem and suggests appropriate attitudes to guide the reactions of school staff members and board members.

The discerning administrator will not classify all participating activists as delinquents. Regular and open communication with the activists will reveal the possibility of accepting and directing the boundless energies of students who seek involvement that can be constructive. At the same time, staff members must be able to distinguish and handle differently those who seek confrontation with authority and the destruction of society as constituted today. With these latter people, there is no question about the necessity of taking a stand, only where and how that appropriate stand should be taken.

While this booklet includes suggestions for utilizing and containing activism in the secondary schools, it must be recognized that each faculty and student body is unique. This suggests that the ideas should be adapted for use according to the local situation.

With changes pouring in as rapidly as they are today, the final word cannot be written on any topic. However, this booklet con-

tains a thorough analysis of the manifestations of student unrest, an understanding of the causes of activism, and implications and recommendations for dealing with these forces. It has been prepared primarily for staff members facing these problems or staff members who undoubtedly will face similar challenges in the near future. Wide-open lines of communication plus a sincere effort to understand what youth are trying to say to adults will be the most significant aids that secondary school staff members can bring to bear on this challenge.

Dr. Earl Hampton
President, Oregon Association of
Secondary School Principals
Principal, Judson Junior High School
Salem, Oregon

The common problem, yours, mine, everyone's,
Is—not to fancy what were fair in life
Provided it could be—but finding first
What may be, then find how to make it fair
Up to our means.
—Robert Browning

I. Manifestations of the Problem

LOS ANGELES—"Two hundred young persons broke up a meeting of the city Board of Education and sent most board members fleeing out a rear door Thursday as a climax to a day of boycotts, arson, and the stoning of police cars at schools attended by minority groups."

CINCINNATI HIGH SCHOOL STUDENTS stated that they liked their principal, "who has supported them." They demonstrated because ". . . injustice need not come to your door before you have contempt for it."

MAYWOOD, ILLINOIS—"Proviso East High School was the focal point of a bitter racial dispute that caught up the entire community in violence. It started over choosing a homecoming queen."

THE AMERICAN CIVIL LIBERTIES UNION has recently published a pamphlet on *Academic Freedom in the Secondary Schools.* It presents the case for students' rights in the following areas: freedom of expression and communication, freedom of association, freedom of assembly and the right to petition, student government, student discipline, personal appearance, and freedom from discrimination.

STUDENTS FOR A DEMOCRATIC SOCIETY utilize a 14-page pamphlet "High School Reform" as their manifesto. It reportedly was authored by a high school dropout. An excerpt:

> Our method of gaining support is to begin agitation around issues students are already concerned about. We should be

> in the forefront of any student protest against administrative action. Everyone connected with us should run for student council—where we win control of any offices, we force the administration to either give in on major points, or continually override our actions, which makes the administration look silly to the students, our parents, and our principals' bosses downtown.

Whether or not educators recognize these outcries as typical in their own schools, such signs of crises are becoming more common in every part of the nation. The high school administrator who has never experienced student activism incidents in his school is wise if he prepares for just such eventualities.

Dr. Norman Janzer, psychiatrist, talking recently to Oregon school board members and school superintendents, stated that the two major criticisms students have of us adults is that we are phony and we are ignorant. As an example, Dr. Janzer said that students say to him, "Student government is the biggest put-on there is. We are encouraged to make decisions and then we must wait until someone else approves the decision." He also suggested that the No Smoking game is the high school students' version of the Vietnam War. School staff members are engaged in this war, but wish they weren't. There is something phony about students being able to smoke everywhere else but on the school grounds.

The typical high school administrator expects his share of discipline problems. Such incidents normally involve individual indiscretions and transgressions which usually are unpremeditated. The new activism presents an entirely different challenge. One major difference between today's disruptive unrest and the discipline challenges of the past is that today's problems involve *groups* of youth rather than individuals. Another differentiating feature between past and present student discipline problems is that problems today often result from an activity *calculated* to disrupt the school and immobilize the educational process.

A third difference is that many demonstrations are executed with carefully manipulated techniques of collective protest. The students' methods are dramatic and effective. They satisfy the urge of youth to resist authority and the status quo; they provide a measure of safety and anonymity because of the large number of participants; and they often are planned in advance by astute, articulate leaders.

A Chicago newspaper reports, "Chicago student dislocation is not intended to win concessions or peace, but is designed to keep the school in convulsion."

A similar concern was voiced by Principal Edwin Schneider in Portland when students made loud noises about two books not a part of the library collection. In talking with the student body Mr. Schneider said,

> You may be assured that we have in the library 18,000 books, among which are some of the greatest masterpieces ever produced by man; I venture to say that all of you have much reading to do before you have read all of these. And so, why make an issue out of the two in question? One is caused to wonder whether we do not raise questions just to raise questions; to challenge just to bring pressure to bear on the orderly processes of school life.[1]

Those students who most adamantly demand their rights often seem least concerned about their responsibilities. They seem to lack competence in tactful human relations. They demand and debate. They no longer submit to traditional paternalistic authority. The best defense any school official has against the threat of organized student militancy that disrupts the educational process is advance knowledge of the tactics likely to be employed so that he may plan to meet and prevent undesirable situations.

School administrators can be sure of this fact: the methods appropriate for containment of today's student problems are different from the methods employed in the past. Those who seek simple solutions founded on historical authoritarian approaches fail to grasp the complex origins and purposes of activism today.

Definitions[2] [3]

Alienated Students reject values of society and are subscribing to a style of life contradictory to the Western ethic of hard work, self-

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[1] Kenneth A. Erickson, "Student Activists and Oregon High Schools," *Oregon School Study Council Bulletin*, Volume 12, No. 1, September 1968.

[2] S. L. Halleck, "Hypotheses of Student Unrest," *Today's Education*, September 1968.

[3] "Stirrings Out of Apathy: Student Activism and the Decade of Protest," *Journal of Social Issues*, July 1967.

denial, and responsibility. These students sometimes participate in efforts to change society, but for the most part they are withdrawn and passive.

Activist Students reject the political and economic status quo and are making vigorous attempts to change the structure of our society.

Radical Activists (i.e., SDS, etc.) have a revolutionary approach to eliminate war, poverty, and prejudice. They propose to accomplish this by disrupting society, by gaining control of schools, and by "liberating" the students.

Moderate Activists feel much in school is irrelevant and want a decisive voice in matters pertaining to curriculum, student discipline, appearance, and student activities. They also want to evaluate teachers and to publish their evaluation.

Evidence suggests that a majority of both activist and alienated students come from affluent middle- or upper-class homes. Most are highly intelligent, sensitive, and perceptive individuals.

Our society probably should approve of this generation of students who care about the grave injustices of society and are not too timid to protest against these injustices. However, there is justifiable concern over any manifestation and protest within an educational institution when it takes the form of activities disruptive of the educational processes.

It is important for the perceptive principal and staff to differentiate between constructive and destructive activism. The school which has the former type of unrest is fortunate. If staff members establish good two-way communication, they will find that most students are not only willing to discuss mutual problems but are anxious to work cooperatively with them to improve the school by finding solutions to the problems. Such students desire to build a democratic student organization which recognizes the rights of the total group as well as the rights of individuals within the group. A principal will find that such students conscientiously seek the greatest good for the greatest number and honestly wish to maintain constructive two-way communication.

However, a destructive type of student activism is emerging. Some students in their attempts to defy all administrative authority seem to be directing their efforts toward achieving anarchy. They demand their "personal rights" with little or no regard for the rights of the

other individuals who comprise society. They appear to follow a standard propaganda line that classifies any and all authority as totalitarian adopting an underlying philosophy of anti-authority, anti-administrative establishment, anti-school law, and anti-civil law. Participants in these movements demand their own freedom of speech and freedom of action, regardless of whether they deny equal freedom of speech and action to others. This type of student activism usually begins over a trivial school issue, but later builds up to outside issues such as anti-war demonstrations. One of the inconsistencies of this kind of student activism is that its members purport to deplore violence so violently. The following passages from Mark Kleiman's booklet entitled "Student Freedom, Conformity, and School Policies" summarize the apparent SDS attitude toward authority and illustrate the inconsistent stand on violence: "What freedom we achieve must come from our own struggle . . . We must build a community of resistance . . . We shall have to struggle, for conflict radicalizes us."[4] The monograph suggests that *any* administrative decision, even if favorable to a group such as SDS, actually is unacceptable because an administrative decision regardless of its nature is to be deplored.

Student activism of this type has an insatiable appetite for seeking impossible goals. Whenever concessions are granted by the school administrator, the anti-authority pressure immediately is transferred to some new and more unreasonable demand. There is no such thing as successful appeasement of activists whose goal is to seek continual confrontations.

Prevention of disruptive activism is a central concern to those responsible for maintaining a good educational environment. The following are examples of activities that can be disruptive within the educational environment.

Examples of Activism

Underground Publications. At one time, underground publications—including newspapers, monographs, and position papers—were found only in limited segments of adult society. Recently, however, such publications have appeared in large numbers on college campuses and

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[4] Mark Kleiman, "Student Freedom, Conformity, and School Policies," Students for a Democratic Society, Chicago, 1967.

apparently have influenced some high school students to engage in similar anonymous editorializing. The underground publication may be entirely the product of local high school students in which case it could be an honest literary attempt or a possible challenge to the local school paper.

The greatest concern is with the organization of a non-student group, which for its own purposes, is catering to high school-age youth by capitalizing on their causes. Circulation of the underground publication is not always localized within one isolated high school, but often includes distribution to all senior high schools of a large city or region. Thus, the underground publication may seek to establish unity among dissident students on several high school campuses and attempt to develop leadership for local school or area-wide disruptive student militancy.

There can be little doubt that the increase in the number of underground publications which focus on local staff members and school rules has a potential for inciting student unrest. Such publications encourage students to become supercritical of school officials, school services, and phases of the school curriculum. They usually are cynical in tone and anachronistic in philosophy, urging their youthful readers to develop attitudes antagonistic to progress through democratic process.

It is not difficult to understand the attraction which underground publications have for teenagers. The natural thirst of youth for new experiences and for all those things forbidden by adult society lends excitement and glamour to underground publications. Furthermore, the subject matter of such publications may prove attractive to disgruntled high school students who find expressions of support for their grievances and resentments and their growing desire for independence contained in the publications.

Sit-Ins. The sit-in has become a tactic of protesting political groups. The news media have graphically portrayed the frequent use of this protest tool by civil rights advocates. Sit-ins on high school campuses have occurred in many portions of the nation and more can be expected with the spread of publicity from such events. Few things could be suggested which are more disruptive of a good educational program than tension resulting from a militant sit-in. The principal who experiences a sit-in faces a severe test, and he will need to act with a large measure of restraint and tact.

Picketing. Closely allied to the sit-in is the overt tactic of student picketing of such places as the principal's office or the district central administration building. The right to picket has been established by labor organizations in the United States. However, it is unlikely that the judicial system, when establishing the legal precedent for picketing, visualized the day when it might become the tool of high school students against their teachers or administrators. Picketing is often coupled with harassment of school leaders or teachers. Some teenage students appear to be more eager to become involved in the excitement of a picket line than to address the school administration through available communication channels.

The safety of remaining somewhat anonymous in a large dissident group also prompts many to participate in student strikes and classroom boycotts. An individual teacher, the cafeteria menu, or some aspect of the curriculum may become the focal point for these boycotts. In the history of other countries, college campuses have long been the scene of such strikes. Because of this, the college campus traditionally has been the seat for embryonic revolutionary movements.

Mass Meetings. Youth's desire for recognition and publicity has led some to adopt rather dramatic approaches of protest in hopes of attracting widespread public attention. Mimicking protest groups in society at large, high school students have staged mass meetings in which student activity cards were burned as a public display of dissatisfaction. The student has been quick to discern that one of his most effective tools is publicity which focuses attention on the school in a manner calculated to humiliate its officials. For those in the adult community who are always eager to attack the school on any pretense, student disruption provides them with precisely the opportunity they desire. The adult attacks on public education for not controlling youth often prove embarrassing to educators when they are under the greatest strain from disruptive student militancy. The school's fear of public criticism makes the publicity-oriented protest a popular strategy in youth's militant action toward the school.

Vandalism. For the radical activists who justify malicious means of opposing and disrupting the school, sabotage and vandalism become methods of expression. Some high schools have experienced epidemics of false fire alarms, broken windows, and trash can fires set by students. Needless to say, such acts can prove exceedingly destructive

to an educational climate, to property and human life. When the student turns to sabotage, he clearly is stepping outside the law and is subject to legal constraint to preserve the public safety. The apprehension of the perpetrators of such acts is often extremely difficult and poses a time-consuming problem for teachers, administrators, and law enforcement officials.

Manipulation of Student Politics. Another strategy pursued by student militants is the manipulation of student politics in an effort to capture student body offices for their own purposes. When student activists mount campaigns for such offices based on platforms of student government reform and opposition to the existing authority and school administration, they appeal to students harboring latent antagonism against the school and adult society in general. Some students will cast votes for such candidates as a lark just to see what happens when these people take office.

When the militant student succeeds in capturing a high political office within the high school, he may make a mockery of the entire concept of democratic government. Dissident students in control of the student council may initiate all sorts of actions which force the principal to use his veto power. When this happens, activists are able to develop a focal point for open protest. The principal is cast as a villain using his authority and position arbitrarily to strip students of their "rights." Instead of being a body which works cooperatively with the school administration for the good of the entire school, the council can become a source of constant embarrassment and harassment for the principal who must represent the school before the community.

Dissident student councils often find support for their positions among adult members of the community. When this occurs, the principal's role will become doubly difficult because he may then be cast as one who opposes not only the student population but the taxpaying public as well. When the principal is forced to react continually to a dissentious student council, he and the school will be in a vulnerable position. His being forced repeatedly to take positions opposite to those of the student council erodes the principal's image and leadership effectiveness even though in reasoning he may be right on most questions. The misuse of legitimate political office by militant students is one of the most persistently abrasive kinds of protest with which the school may be faced.

It hardly need be stated that student militants are seldom awed by official position or traditional office. Acutely aware of the power structure within the school district and the community, some students have sought to go "over the heads" of the teachers and principals. Students may appear unexpectedly at high school faculty meetings to air grievances. Some have appeared uninvited at school board of directors' meetings to state their complaints. Again, the publicity and embarrassment associated with such actions work in the students' behalf. Students are aware of their rights, and they do have a right to be heard. However, by purposely creating situations calculated to cause discomfort for the school, they demonstrate little understanding of their responsibilities.

Protest Themes. The major themes of high school protest groups usually are very similar regardless of location. These recurring themes may be grouped into two categories: local high school issues and larger social issues. Organizers of student unrest initially tend to exploit the collective self-interest of students since students are vitally interested in their own school rights. Students want the right to dress the way they wish, wear their hair the way they wish, and, in some cases, act the way they wish. Organizers of student unrest capitalize on these interests and seek to turn them first to vocal discontent and then to overt protest action.

Local issues, in addition to standards of personal dress, may involve the school organization and regulations, curriculum requirements, and general student rights. Mandatory study halls, attendance regulations, hall passes, and the closed school campus at lunch time are all points around which students may be rallied. The high school curriculum is classified by students as irrelevant, requiring courses with seemingly little application to later life. Students may claim that textbooks are slanted toward social philosophies unacceptable to them. Students may demand the right of free assembly on campus where they can indulge in any type of "free speech." Other grievances may include claims of censorship of the school newspaper, prohibitions against unauthorized leaflet distribution on campus, and demands for student-controlled bulletin boards. The student council is often bypassed by militant students. They charge it is a "rubber stamp," subject to administrative veto.

Student protest may move rather quickly from concentration on local issues to the inclusion of larger social issues. Racial injustice

and the Vietnam War remain the most popular themes. As part of the war protest movement, students often object to the school's allowing military personnel to participate in school assemblies. In this way the school is used as a convenient vehicle for non-school political activists.

Keen, young minds normally pick up the language of protest rapidly. Soon the high school militant sounds like a sophisticated college militant to an extent that is disquieting. The activists often become articulate in their presentations, and this builds their image of respectability before fellow students. They debate skillfully or loudly and attempt to catch the school administrator in any inconsistency. Certain loaded or emotion-packed words typically crop up in their dialogue—terms such as "middle class values," "the establishment," the "system," "personal freedom," "power structure," and "police brutality." These loaded terms are difficult to combat since one can only reply to the meaning of the words but cannot directly address the emotions they arouse.

Still another concept espoused by the activists is "participatory democracy." In a school setting, this concept suggests that decisions may be made only by those people interested enough to attend meetings. However, these decisions would then be binding on the entire student body. Obviously this principle permits a small, well-organized minority group to exert control over the whole student group.

The student protest effort typically is dedicated to resist authority rather than to name specific constructive goals toward which students are willing to work cooperatively. Usually organized student protest is not satisfied when the administration has given in to its demands. Their philosophy insists that the resistance must go on, so new areas of controversy are quickly identified as the focal point for a continuing anti-authority or anarchistic movement. A protest cult, once established, will do everything possible to perpetuate the disruptive dissension in which it thrives.

Youth, though it may lack knowledge, is
certainly not devoid of intelligence;
it sees through shams with sharp and terrible eyes.
—H. L. Mencken

II. Causes of Activism

In a review of the evidences of student unrest in high schools today, the question arises as to what has caused this relatively recent phenomenon. This chapter will outline the major causes of high school student unrest under the categories of societal causes, school-related causes, and causes found within high school students themselves. In addition, a distinction will be made between two major kinds of student unrest—the kind displayed by restive students who honestly wish to find cooperative solutions to existing school problems, and the kind displayed by anarchistic, anti-authority students who seek not solutions but continual confrontations.

Societal Causes of Student Unrest

The following factors must be considered in reviewing the societal causes of student unrest.

Permissiveness. An attitude of indulgence toward children and youth in the recent past has been typical of many homes, schools, police, and courts.

Unhappiness with Social Consequences of Technology. Activists claim that older generations are worshipping the machine, while ignoring the consequences to man and nature.

Hypocrisy. Adult inconsistencies disturb youth who resent being admonished to "do as I say but not as I do." This must include recent adult demands for law and order without regard to the basic injustices that lie at the roots of social disorder. As Norman Cousins has written, youth as "hypocrisy spotters" do not have to look for blatant examples of adult hypocrisy. A Washington High School sophomore several years ago in Portland, Oregon, wrote a short paper entitled, "The World About Us." The conclusion of her paper included the following statement: "We are taught to be peaceful by an agitated world where some countries are at war. We are taught to be moral, yet we are aware of immorality. We are taught to have respect for law and order in a society torn by rioting. We are told to study by those who play. We are criticized for seeking popularity by a conforming society. We are told to work by those who deny us jobs. We are told to be responsible by those who are irresponsible. We admit we are confused by the world about us."

Racial Tensions and Conflicts. In both the community and the school, racial tensions and conflicts often are causes of unrest in metropolitan areas. Belated efforts at integration of schools are increasing rather than decreasing the amount of student unrest wherever any number of minority races are involved.

Drugs. Widespread use of drugs by youth is causing unpredictable student behavior and adding to student unrest. Drug experimentation and abuse among youth has occurred with pep pills, depressants, marijuana, LSD, and in some areas, hard narcotics.

Violence. Our national and international societies have become effective schools for teaching unrest and violence. Students who regularly watch television (as much as thirty hours a week) automatically become exposed to repeated manifestations of violence dramatically displayed right in their own homes. They are not only viewers of violence in programs of "entertainment" but eye witnesses to vivid war scenes and assassinations of national leaders which are carried on the news programs. As Norman Cousins stated in his May 18, 1968 issue of the *Saturday Review*, the "basic causes of violent protest are to be found in the mirror . . . "

Power Age. A current philosophy that fosters activism and unrest can be found in the conviction that few will listen to the quiet or

powerless man, and that the amassing and accumulation of power seem to be the only practical way to gain results.

Communication. Instant communication via radio and television bring both verbal and visual examples of student activist movements (sit-ins, demonstrations, picketing, overt resistance, etc.) to the attention of students who may choose to emulate one or more of the examples.

School-Related Causes of Unrest

Negative Attitude. As a result of a study conducted in 1960 involving some 440,000 high school students, Cawelti concludes that in general young Americans have a negative attitude toward their high schools. Some fifty-three per cent of the boys, compared with thirty-seven per cent of the girls, reported a personal lack of interest in their school life at least half the time. Notable in the study is the fact that the negative attitudes toward school increase with senior students.[1]

Emphasis on Questioning. For years schools have been teaching youth not to accept on blind faith everything they read or hear. Educators have encouraged youth to raise questions and seek new solutions to problems that plague society. Have schools taught too well?

Irrelevant Curriculum. Required or elective courses often are not relevant to a large number of students who never will enroll in or graduate from a degree-granting university. The pamphlet entitled "Student Freedom, Conformity, and School Policies" by Mark Kleiman states the following in relation to relevancy of high school courses to needs of students.

> There is one primary cause behind why we set trash can fires, why we cannot communicate with one another on campus and are forced to make use of off-campus publications, and why they have to build fences around us. High school is not worth the time we spend there . . .
>
> The courses, which are irrelevant to the point of being ludicrous, are forced upon us. Scientific courses are compulsory for those who will have little to do with science . . . Guidance classes aimed at fitting us neatly into the system

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[1] Gordon Cawelti, "Youth Assess the American High School," *PTA Magazine*, May 1968.

> and supplying us with a prefabricated moral code are so structured as to prevent any serious discussion of relevant matters.
>
> English classes, in which we should be learning of the ideas of the great writers, are hopelessly bogged down in an attempt to "cover enough ground" and have a "balanced curriculum"...
>
> History and government classes, which could be relevant to all, are bogged down with irrelevant data to be digested and given back at a later date... In Government, the classes are structured like Congress so we can learn How Things Really Work. It is interesting to consider the intent of this little game... We deal in the polite world of committees, and are carefully shielded from the horrors those committees are responsible for.[2]

Outmoded Methodologies. As the knowledge available to man doubles in ten years or less, there is a naturally desperate inclination by teachers to think that they must "cover the ground" of their subject. This can be equated with the educational philosophy more prevalent in Europe that refers to teaching as "pouring from the teacher's jug to the pupil's mug." The result is an increased emphasis on lecturing examinations, and grades as the important ends of education. At the same time, there is a decreased emphasis on the human element and less personal concern for youth as individuals.

Mini-College Concept. There is pressure for high schools to become mini-colleges in their academic philosophies. Some high schools are now designed on the college campus concept. Unfortunately, the entire trend tends to idolize academic offerings. This is not harmful for those who are academically able, but it makes the curricular program much less relevant for non-college bound students.

Deviants. Because society has imposed compulsory school attendance laws on all boys and girls but has failed to provide special facilities or staff for many youth with special problems, unrest is fostered within those schools that must retain the delinquent, the neurotic, and the psychotic.

Teacher Inadequacy. Experienced teachers often ask for transfers to

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[2] Mark Kleiman, "Student Freedom, Conformity, and School Policies," Students for a Democratic Society, Chicago, 1967.

schools where there are fewer deprived students. Recently, in just one summer in Omaha, Nebraska, twenty-five per cent of the teachers in deprived areas asked to be transferred to other schools. Ill-conceived personnel practices too often encourage the assignment of more difficult classes to beginning teachers.

Lack of Administrative Support. Student unrest is abetted wherever any teacher is not supported either by the local school administration or by the superintendent's office in his efforts to control behavior problems.

Crowded Facilities. School facilities that are overcrowded and poorly maintained place youth in close jostling proximity so that opportunities for conflict and strife are greatly increased.

Depersonalization. As high school enrollments become larger, depersonalization sets in and students in need of special care and attention tend to be processed as part of a mass of unknown strangers. This contributes to a general feeling of student worthlessness, unimportance, and alienation.

Paternalism. Evidences of administrative paternalism tend to fertilize and water any seeds of student unrest by eliminating student involvement and imposing one man's authority and values.

Outside Leadership and Interschool Organization. Much of the student activism on high school campuses is instigated by individuals outside the student body. Often these people are non-students from nearby college campuses who advocate a variety of anti-war or civil rights positions. They often seek to develop an area-wide organization of high school militant leaders. Often the foundation of such organizations is laid in an emotional fashion at quickly-called meetings where influence and consensus are used rather than democratic processes. The outside instigator may delay calling attention to his prime protest issue in order to initially mobilize students around issues immediately affecting the high school. After students have been organized and have confronted the school administration on a "smaller" issue, they can more easily be mobilized on a "larger" issue the second time around.

Student protest groups with outside leadership are frequently in contact with adult peace groups or civil rights organizations. Often they gain legal advice regarding precisely what may be done on

school property without stepping outside the limits of the law. When students receive such counsel in advance of a planned confrontation with school officials, they often are more immediately knowledgeable as to legal provisions than the administrators. This know-how builds confidence and makes them a more potent force because they know where they stand.

If outside leadership does gain control of a student constituency, student protest often takes on a completely different tone. The outside leadership may remain invisible insofar as active participation is concerned, but representatives may approach the principal privately. A telephone call may convey a tactfully stated threat. The instigator will state his real objective and suggest that by allowing a minor concession the principal can re-establish the order and cooperation required for a smoothly operating school. When concessions are made, however, they inevitably seem to lead to demands for further concessions. An early determination must be made by any school administrator faced with a student protest movement as to whether the leadership is localized within the student body itself or has been imported from outside. If it is outside leadership over which the school has no legal authority, the strategies of the administrator must be designed to deal with the situation without overstepping the existing legal boundaries.

Students for Democratic Society (SDS). The national council of Students for a Democratic Society voted in 1968 to begin an active program of recruiting in high schools. Their adopted resolution reportedly declared that "instead of education of young people, the high school attempts to press upon them bankrupt values of a decaying society." According to press releases, a full-time SDS officer will be assigned to coordinate the high school recruiting effort. In the October 28 issue of the *Chronicle of Higher Education*, the SDS interorganizational secretary is quoted as saying that SDS should "attack, oppose, destroy, and assault, and surround all of the institutions that support this immoral society." Someone has been quoted as saying that SDS might well stand for Students for the Destruction of Society.

Poor Communication. One of the basic causes of unrest in high schools lies in inadequate communication between students and administration. If students cannot achieve two-way communication with the administration or if they find no ear to listen to their concerns and complaints, they will find some way, even if they must resort to non-

verbal communication such as sit-ins, leafleting, strikes, picketing, etc. The principal who throws away a petition, prepared and presented by his students, is asking that the students communicate with him in some other more active and effective manner. Usually, this means overt activism.

Personal Causes of Student Unrest

Adolescence. Adolescent life normally is filled with individual misgivings and doubts on the part of youth as to whether or not he or she will be a successful man or woman in tomorrow's world.

Vocational Choices. The natural uncertainties of high school youth as to their future occupations and their future vocational success also add to the personal unrest typical of adolescents.

Faddishness. Demands and demonstrations are the "in" thing today, and they have caused a stir beyond original dreams. Young people thrive on excitement, and student activism is exciting!

Impatience. Today's youth have lived in a world that expects instant fulfillment of desires. Many students have a low frustration level. When they want problems solved, they expect immediate solutions.

Military Obligation. The military obligation for boys now represents a far greater cause of youth unrest than most adults realize. The possibility of death or crippling as a result of active military service cannot be lightly dismissed by high school boys. Girls in high school also are affected by the fact that boys face from two to four years of military service. This does not leave girls in a normal life situation when a portion of eligible young men are removed from the community.

Early Maturation. It is probable that schools are treating high school freshmen much as they did many years ago. In general authorities agree that today's high school freshmen have matured faster and are psychologically three years older than those of 1900 and are more impatient to attain adult powers.

By no means is this a final and complete list of the causes of student activism. It is important that we be aware of all forces in society that

are creating this new breed. Not all of these forces are negative, but we must be quick to distinguish the positive from the negative.

Scott Thompson, Superintendent of Schools, Evanston (Ill.) Township High School in a recent speech on student activism in San Francisco, pointed out that "activism in the high school can also be valuable. It can make students aware of a world greater than themselves. It can get young people involved in profound social issues. It can present a working exercise in the relationship between freedom and responsibility.

"Unfortunately, activism was initiated and is presently led by student radicals with a political purpose. The purpose is revolution, the replacement of our present institutions. Schools are to be the beachhead for this invasion. What is most needed now is for students and teachers to wrest initiative from the radicals and to place the movement in the hands of responsible leaders committed to the democratic process as well as to the solution of burning inequities."

Gently in manner. Firmly in deed.
—Dwight D. Eisenhower

III. Implications for the School

The principal has a precarious role to play in helping his institution adapt to the dynamics of society. In the past, the focus of change was outside of the secondary school. The reaction of the institution and its leaders, for the most part, could be more objective. Student activism, on the other hand, focuses on change within the institution and an objective reaction becomes more difficult. School administrators cannot postpone involvement; they cannot wait until all the answers are in. They are the ones that must react to the forces of student activism and provide the answers. The high school principal, in particular, is the man on the spot.

The perceptive principal will distinguish between constructive and destructive activism. He will realize that activism in the high school can be valuable. It can make students aware of a world greater than themselves by involving them in profound social issues. It can provide a forum for curriculum improvement and re-evaluation of student government. Most important, it can become a working exercise in the relationship between freedom and responsibility and add real vitality to the educational program in the secondary schools if a design exists to channel the force. The editors of *School Management* point out "that school administrators who have emerged unscathed from recent encounters with the 'new student' appear, by and large, to have operated on the premise that activism is basically a good thing." When activism is ignored or "put down" it can result in disruptive activity.

Administrators should recognize the many opportunities for school improvement that are inherent in student activism.[1]

It is important for the principal to realize that not only the activists, but all students, are questioning values generally and authority specifically. A design for channeling activism must take into account the total student population, not just the activists.

Utilization or Containment of Student Unrest

The Administrator's Role. The principal must accept all delegated authority and then function as the responsible educational leader in his community. He must work to create a vital learning environment. As his school's public relations functionary, he cannot remain inside his office but must move about the school and community discussing the instructional program and gaining school and community support. If and when the principal faces student unrest, he will value the fruits of his public relations efforts.

Today's secondary school administrator needs to analyze and keep in perspective the conflicting demands that face him. He needs to study his own emotions and motives, and to be in control of them at all times. He must work toward understanding why others act and react as they do. He should be a genuine facilitator of the two-way communications process with students. He must improve his decision-making skills, knowing when to act, and when to wait and investigate. His decisions should not be made at a time of emotional involvement, nor should they be made hastily without proper counsel when warranted. (Each principal should have access to legal counsel when needed.) He should try to foster greater involvement of students, faculty, and parents in the formulation of local policies and procedures. Finally, the administrator should try to be secure in the face of criticism and realize that he can never please all people at all times.

Faculty Role. To a large extent, the tone of the school is set by what transpires in the classroom. A school where faculty members are genuinely interested in students and their activities is less likely to be involved in disruptive student activism. Students do need an oppor-

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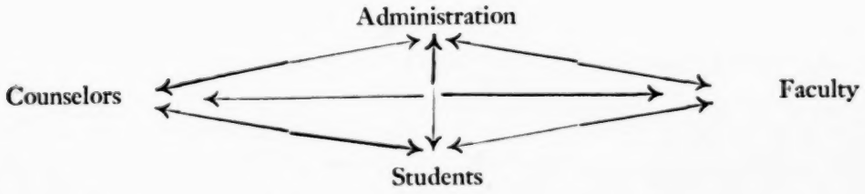
1 "Special Report on Student Unrest in the Public Schools," *School Management*, November 1968.

tunity to express themselves and their ideas, and faculty members who encourage both class discussion and individual student contacts help meet much of this need. It also is extremely important that faculty members attempt to be consistent in their enforcement of school policies. Faculty example in dress and conduct affects student attitude. Every opportunity should be given for open faculty-student discussion on any unrest that does occur. Despite conflicting pressures, teachers need to maintain a sensitivity toward student needs and attitudes and plan cooperatively how such needs can be met. An effective inservice training program should provide the staff an opportunity to develop a greater awareness of their responsibility in dealing with today's youth. An understanding of the causes, as well as manifestations of activism, will provide a perspective for schools faced with such a crisis.

Channels of Communication. Administrators must provide for easy and effective communication within their school. Every effort must be made to keep channels of communication open to all students and staff members. In essence, this means an administrative open-door policy between all staff and all students. When it is known that the administrator is genuinely interested in listening to their concerns, students and staff will be more willing to communicate.



Channels of Communication Must be Kept Open

A principal committed to the use of small group conferences that allow for staff interaction will facilitate the communication process in his school. As the faculty becomes more aware of the value of group techniques, they will utilize them in their classroom.

Administration. Administrators must get out of their offices and associate with the students. Much can be gained from informal conversations with the students before school, during lunch hour, or after school. An "open office" during one noon hour or one afternoon each

week when *any* student is welcome to seek any information from the principal can be an effective means of building mutual trust between students and their principal. Classroom visitation is another effective way to meet with smaller groups of students about campus policies. Faculty members should be encouraged to invite administrators to visit their classes when they feel that some of their students have a genuine concern.

Mrs. Mary Rieke, member of the Portland, Oregon, School Board, tells of a principal in Philadelphia who found his office full of sit-in students. He told them they would have to leave simply because the office was his, and they had no right to deprive him of his place to work. However, he invited them to the auditorium to discuss the matters which concerned them. He agreed to discuss their problems fully with them if it took all night. The discussion did last all night. Mothers of the students involved brought breakfast the next morning. Although the students were tired out and wished to go home at the beginning of the new school day, the principal insisted that if they were old enough to sit up all night to speak out for their ideals, they were old enough to attend classes the next day. It is probable that the principal will have no more students conducting a sit-in in his office.

Should problems of student unrest threaten to become critical, face-to-face communication with all students is highly desirable. Under such circumstances it is not adequate for the principal to express his thinking at a faculty meeting and expect teachers to communicate his views uniformly and accurately. The principal should prepare his comments in a clear, objective, and careful manner and share his thinking in as many meetings as necessary to communicate with the entire student body.

Counselors. It is essential that some type of open-door policy be established by counselors so that students know advice is always available. The counseling office should be accessible to students without going through the office of the vice-principal or other administrator. Of course, counselors can be most effective when they have a realistic student load.

Faculty. As mentioned earlier, the faculty role of encouraging open student discussion and developing personal contacts of mutual trust cannot be overemphasized. This is the first line of daily two-way communication with the student.

Student Participation in Government. Student government may be an effective means of stimulating and providing for student discussion and action. The student body should clearly understand that their right to participate in certain student activities is not to be construed broadly as the right to decide on all matters which affect them.

The term "student government" is a misnomer and leads many to claim that the whole concept is phony. Actually, the school should be honest and talk about student *participation* in government rather than student government. However, students must have significant responsibilities if their participation in government is to be meaningful. Administrators should be honest enough to define the areas in which students have no say and explain how and by whom final decisions are made in these areas. As Mr. Edwin Schneider, principal of Lincoln High School, Portland, Oregon, has stated, "decisions about educational matters, on how classrooms are conducted, on how discipline is meted out when a student disrupts the educational program are certainly not subject to review by students; by the superintendent or by the board of education, yes—but subject to review by students—definitely not."

Time and effort must be invested by the school staff in training student leaders so they become aware of their responsibilities. Rapport with these leaders can be improved through formal meetings, informal conferences or social events. The leadership conference for which student leaders, key faculty members, and the administration retreat to a resort area for a Friday night and Saturday has proven a worthwhile activity. It is at this time of informal discussion that the student leaders can better understand the position of the staff, and the staff members can be made more aware of the concerns of students. The level of understanding achieved at this kind of conference might be perpetuated by a smaller faculty-student coordinating committee serving as a permanent body.

Student participation in government on the secondary school level is a learning experience for the students. The principal at all times, however, must be sure that this activity does not become a tool of the administration. Each must function independently but communicate freely.

Another concern of administrators who honestly desire good student government is that of obtaining a truly representative student group. Often the school council is made up of the college prep, upper-middle class student. At a recent meeting of the Student Coun-

cil Conference in Oregon, a helpful recommendation was made that the high school attendance area be broken up into geographical units with students selected from each of these areas so that the entire school district would be represented. Diversity of representation is vital to maintaining open lines of communication with all students.

Open Student Forum. It is advisable for the administrative staff to arrange for open discussions with students. This could be sponsored by the student council. Noon-time or after-school meetings attended by interested persons would certainly go a long way in promoting good relationships and clarifying concerns and misunderstandings. The basis for school policies could be explained. Discussion of controversial issues could be facilitated.

Dr. William Proppe, principal of Jefferson High School in Portland, Oregon, sponsors a Wednesday afternoon student forum when any student or faculty member is welcome to bring suggestions and raise questions for open discussion. This does not substitute for the student government program, but it gives every student with no office a chance to be personally involved in school improvement plans. He reports that a number of ad hoc committees studied particular problems and made recommendations which have been successfully implemented. As Dr. Norman Janzer, psychiatrist, recently stated when discussing student activism, "Many of us adults are afraid that the students are going to shake us off the upper part of the ladder to which we have climbed. Frankly, most of these kids have something of value to say to us if we will listen to and reason with them."

Student's Self-Direction. More schools should seek to free the instructional program from rigid organizational traditions. The formal school-day structure that has existed for years does little to encourage responsible, self-directed individuals. In a recent article, Dr. James Fenwick, principal of Wilson High School, Portland, Oregon, wrote as follows concerning the need for self-directed students:

> Students are earnestly asking to be recognized as people! They want to be allowed to show that they are capable of responsible school citizenship without being treated as inmates. The presence of student unrest in many communities is ample evidence of a need to re-examine existing philosophies and policies for their relevancy to the needs of today and tomorrow. Certainly, among the practices to be re-examined is the conventional secondary school schedule design which is dubbed by AASA as the "cells and bells" approach.

> Students literally are confined in this mode of school organization. They are not allowed to actually exercise self-directed behavior in a responsible and positive manner. In many instances, the opposite is true. The student is looked upon as immature and intrinsically incapable of behaving appropriately in a self-directed manner. The net result is tension and conflict. Schools must provide specific opportunities for the student to "do his own thing"; to make decisions about the responsible use of unstructured blocks of school time; to have many and varied constructive options open to him in the pursuit of learning; and to realize his potential as a person, unique and absolute.[2]

Meaningful Curricula. Curricula must be examined and redesigned where necessary to assure relevancy for all of today's youth. Schools must not continue to overlook that segment of the student body not college bound. Identification of actual student needs can be aided by an effective counseling program. This should be followed by a careful curriculum appraisal and an evaluation of existing teaching techniques. Faculty members should have the opportunity of inservice training in new methods with modern instructional aids. In today's test-oriented schools, there is a temptation to teach facts and gain feedback through the test. Better approaches which encourage self-learning and self-expression need to be explored and utilized.

Fenwick tells of a Wilson Student Curriculum Council which plans mini-courses where the basic consideration is relevant to student interests. The mini-course curriculum enables Wilson High to offer a wide variety of prime-interest, short-term courses usually not available in the regular curricular structure. Time for these short-term mini-courses comes from non-class scheduled blocks of time in the student's modular schedule. Teachers for the mini-course curriculum are recruited from faculty members with special interest and competencies, from members of student body with special competencies, and from community patrons who are willing to share their special knowledge and interests. The range of possible curricular offerings is almost limitless. The fundamental consideration in the mini-course program is relevance of the content to what the student wants to know now.

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[2] James Fenwick, *The Wilson Plan: A Middle-Ground Approach to High School Modular Flexible Scheduling*, a Monograph. October 1968.

It is pertinent to mention one specific concept for special emphasis in the high school. Students must come to understand that our society is based on a concept of law that necessarily restricts the freedoms of individuals. We cannot have laws that protect us as individuals without accepting limits on our actions. Law and order are essential to a democracy.

Guidance Program. The effectiveness of the school guidance program cannot be over-emphasized. Here is one aspect of the student's education that definitely should be individualized. In order for a guidance program to be effective, it should be measured against the following criteria:

- Students should be helped to grow in decision-making skill. They need help in making feasible decisions about their future and in pursuing the educational experiences which that future will demand.
- Students should receive meaningful assistance with vocational and college planning.
- Assignment of counselees to counselors should be carefully considered. The pattern of grade level or alphabetical assignment leaves much to be desired in today's age of specialization. It is expecting too much for one counselor to be all-knowledgeable in all areas for all types of students.
- The counseling program should be staffed by fully-credentialed counselors.
- The counseling ratio should be realistic: 250/1 recommended; 350/1 maximum. A lower ratio may be needed in schools with more severe community and school problems.
- Support services which include psychologists, psychiatrists, and social workers must be a part of every district or community staff and available to the local school when needed.

Accentuate the Positive. We know it is possible to catch more flies with a spoonful of sugar than a spoonful of vinegar. With all the problems flooding into an administrator's office, however, it is too easy to traffic only in vinegar. While today's problems demand an inordinate share of the administrator's time, he must remember that most students wish to be enrolled in a well-run school. He can capitalize on the support of this majority by recognizing and praising good student work and good school conditions wherever they are found. Most people are starving for some recognition. Although positive recognition is what most of us seek, psychologists tell us that negative recognition is preferable to being ignored. Since teachers

and administrators deal with recognition of one type or another, let them spend ample time giving commendations and praise. Some students now receiving negative recognition may be encouraged to work for a higher level of recognition.

Student Activity Program. The student activity program is a positive aspect of school administration that cannot be overlooked. The student who is active in music, speech, or athletics usually develops a sense of good citizenship and school pride. He finds that his involvement satisfies the strong urge for cooperative group endeavors and for close relationships with teachers and peers, as well as for the visibility that most seek. A good activity program affords the school an opportunity to recognize all outstanding achievement and citizenship—a strong motivating force in any organization. That activity program which gives all students a chance to participate should help promote good campus morale and engender a unifying spirit directed toward promoting the high standards of the school.

Involvement. Critical to the principal's success in containing activism will be his faculty's ability to motivate students to participate in the school's programs. The school must provide meaningful and worthwhile opportunities for student involvement. Dr. Leon Lessinger developed a Student Service Curriculum for San Mateo Union High School District, California. It is designed to give students an opportunity to participate in school and community life through specific service commitments to the end that they might see themselves as worthy and contributing citizens. Service opportunities included tutoring elementary students, working as teacher assistants, working in hospitals, orphanages, and other community enterprises, assisting in athletics, working in special teaching stations and the home tutor study center. Administrators also should keep lines of communication open to religious leaders in the community, who can provide excellent opportunities for youth involvement and service. The potential of student involvement has barely been tapped. It offers students not only a "piece of the action" but also a valuable learning experience.

Involvement provides constructive channels for student activism. The case of New Trier High School in Northfield, Illinois, is a prime example. Following the assassination of Martin Luther King, many students wore black armbands to signify their mourning. They wanted to do more. With administrative backing and help these stu-

dents organized a continuing seminar on the background and problems of white racism, trying to get at the core of the dilemma that plagues the nation today. Because of their concern and their feeling that suburban residents had to do more about racial tensions, they sold copies of the Kerner report door-to-door. At the same time the report was incorporated into a social studies course.[3]

School Policies. Of prime importance to the prevention and control of activism is the establishment of definite school policies relating to such matters as discipline, closed campus, underground newspapers, continuation schools, improvement of facilities, relationship with news media, and relationship with PTA's.

■ *Discipline.* At no time in school history have administrators been so compelled to examine discipline policies and practices as today. Many administrators are torn between taking a firm stand and relaxing normal regulations. In analyzing the present position of the school, however, it seems that administrators must do some of both. Each school community is unique not only in its economic standards, but also in its determination of what seems right or wrong. It is for this reason that a policy review committee composed of faculty, students, parents, and administration can be effective. It is a mistake to let issues of dress and hair style develop into a major argument within a community. Dress styles and fads are constantly changing and will always concern adults. At the same time, students must be aware of certain standards which affect the educational welfare of the student body. One or a few individuals should not be allowed to interfere with the educational and collective rights of others. A firm position must be taken on the violation of certain standards, particularly in the area of disrespect for teachers, the flaunting of authority, and vandalism. Peer pressure should not be overlooked as a method for establishing improved school conditions. Sanctions imposed by all-student committees have proven to be effective means of dealing with violations of dress and conduct standards. However, peer pressure of a negative nature is to be deplored as much as the excesses it seeks to correct.

School policies and typical consequences of their violation must be

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3 "Special Report on Student Unrest in the Public Schools," *School Management*, November 1968.

clearly understood in advance by all students. They need to be aware that there are rules established by the local school as well as by the school board, and that there are additional laws in the State Education Code which will be enforced at the local school. Students must understand that they are not free to ignore or violate these rules to their liking.

The administration must support faculty members when they request assistance with classroom discipline. This support is essential to faculty morale and to faculty effectiveness. In return, the local school staff member assigned the role of disciplinarian must be supported by his principal and the central office administration.

The local school disciplinarian should make every effort to establish a cooperative working relationship with community law enforcement agencies. All community resources available for working with problem students should be utilized in behalf of students and their parents.

■ *Campus Closed to Outsiders.* An effort should be made to maintain a campus closed to youth not enrolled at the school. Where helpful, the district should be encouraged to post "No Loitering" signs at school entrances and on school grounds and to indicate pertinent codes. The school administrators in cooperation with local law enforcement agencies should enforce the no loitering code. Individuals not enrolled in the school should not be allowed on campus or in the school unless the office has issued a visitor's pass in advance. Teacher aides may be hired in more critical situations as needed to patrol campus perimeters. Local authorities can patrol public areas immediately adjacent to the campus to prevent loitering.

■ *Underground Newspapers.* If it becomes apparent that underground newspapers from off campus sources are being circulated on the campus, contact should be made with legal counsel after obtaining a copy of the publication and locating the source. Informal discussion with students will assist in finding out where the paper originates and who is distributing it on campus. If names can be obtained, those students should be spoken to and their parents should be called and informed of their involvement. If it is illegal to promote private enterprise on public school grounds, students involved can be warned that a newspaper of this type normally fits into that category. The PTA newsletter also is an effective medium for communicating the presence of the underground newspaper and encouraging parents to

take cooperative action. Community officials and law enforcement officers also should be made aware of the presence of the newspaper and informed of the source so that any appropriate legal action may be taken.

■ *Continuation School.* The "continuation school" program that exists in many states has been effective in providing a learning situation for the defiant or nonconforming student whose actions prevent his learning in the normal high school environment. It is also for the conforming student who has fallen behind in his work.

The continuation school is generally housed away from the conventional high school campus. Adult school facilities or portable classrooms often prove satisfactory. The buildings usually accommodate 100 to 150 students, depending on the size of the school district, with a recommended student-teacher ratio of 15-1. A full-time principal directs the program. Depending on the enrollment, a part- or full-time counselor is advisable.

These students are referred from the local high schools either as "adjustment" or "continuation" students. The "adjustment student" is basically one who cannot conform to school rules and regulations —a habitual violator. In some cases the referral might be on the basis of chronic failure or, in other instances, might result from probationary expulsion or involvement in alcohol and narcotics violations. Attendance for such students normally is in lieu of expulsion. Adjustment students who complete one satisfactory semester at the continuation school are usually eligible for return to their high school the following semester. The "continuation student" is one who is behind in school——sometimes for reasons beyond his control. He wants to complete his education in the most expedient manner, and the continuation school is geared for precisely that task, provided he is not over 18 years of age. Attendance by this type of student is usually voluntary.

Students attend continuation school four hours per day. The school operates on two four-hour shifts. Individualized curriculum is a major key to the success of the program which requires neither physical education nor any other course or activity beyond the fundamental essentials. Students sign agreements indicating that they will complete a certain course. The course work is outlined on the contract and they proceed at their own pace. Teachers are available to help students in an individualized manner.

This program has provided the high school with an effective method of preventive discipline. Students with problems are made aware that they are subject to removal from the high school environment if their non-cooperation persists in disrupting the educational processes. Experience indicates that the majority of students attending the continuation program eventually make a satisfactory adjustment and complete their education either at the continuation school or on return to their former high school.

■ *Improvement of Facilities.* Campus and classroom environments is an important aspect of establishing an overall positive attitude toward learning. Many older schools are in serious need of painting and modernization. New additions to relieve overloaded classrooms and crowded corridors can do much to decrease mob-like crowds and to increase student pride. This also is an area where students can be involved in initiating recommendations for improvement via the principal to the school superintendent. There is a great deal of student satisfaction in seeing their recommendations implemented.

■ *Community News Media.* A relationship of mutual trust must be established with the community news media. A school or district contact person should be identified as always available to local press representatives. Their cooperation in clearing school related articles with the contact person should be encouraged. A school district policy on the release of news should be established with the press and other media and carried out by the board of education. Accurate and factual information should be released without censorship. Administrators need to be alert to what is being programmed on local teen-oriented radio stations and become acquainted with both the station managers and their stated broadcasting policies.

■ *Parent-Teachers Association.* The importance of a close working relationship with the PTA organization cannot be overemphasized. Principals failing to help develop strong PTAs and relevant, informative programming are failing to utilize the most potentially effective communications link with the most influential segment of the school community.

The PTA membership should be kept aware of attitude trends among students as well as factors contributing to these trends. If there are factors contributing to student unrest, such as underground newspapers or campus and community organizations, parents must be kept

informed so they may lend their thinking and support to the solution of these problems. The parent group can be most effective if motivated by a cause in behalf of their children's welfare. It is advisable that the PTA as well as the students have an opportunity to review all school rules and dress regulations in order to facilitate administrative enforcement of these regulations.

All schools should have a PTA newsletter distributed to all parents as a vehicle of communication for carrying all pertinent school information into the home. Such a publication also affords an excellent opportunity for the administration to stimulate parental concern or clarify rumors.

Evaluation. The extent to which the high school is meeting student needs must be determined by more than random opinion or reaction. A carefully designed program for evaluation must be established. There are many sources, but student opinion provides a focus for studies by teachers and administrators who are seeking to achieve a program that is relevant and exciting for adolescents. Cawelti points out that information from students about their learning experiences and environment, whether we get it formally or informally, can help us improve the relevance of schooling in a changing world.[4]

Control of Disruptive Unrest

If preventive measures are implemented in an effective manner, there may be no need for imposing procedures for the control of disruptive demonstrations. However, if such a demonstration becomes imminent, there should be a pre-planned and district-accepted general procedure to follow. Principals should not be forced to shoot from the hip because of no advance planning. The steps listed below are based on the premise that all possible measures to prevent a disruptive activity have been attempted prior to the activity.

1. Utilize every possible channel of communication to and from students to learn of and to provide factual information concerning the problem.

2. Be sure all students understand that legally they are under the direct authority of the school staff and inform them of the means by which

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[4] Cawelti, Gordon, "Youth Assess the American High School," *PTA Magazine*, May 1968.

violence and vandalism will be dealt with and the sanctions which may be imposed. Refer to the educational code or to school board policy. (The addenda on page 43 list specific sections of the Education Code and Penal Code that apply in California. Similar information should be compiled and readily available for administrators in all secondary schools.)

3. Identify and communicate with the student leaders of the disruptive activities. Listen to them with understanding. Clarify appropriate channels for grievances. Help them to see the advantages of dealing with their concerns in a positive manner. If necessary, detain the leader or leaders until their parents can be contacted. Invite the parents for an immediate conference with you and their child. This will isolate the leaders for a period of time and capitalize on the assistance available from parents who will cooperate with the school.

4. Establish an interior campus security system using respected members of the school staff.

5. Eliminate from the campus all outside agitation and interference by controlling entrances to parking areas, requiring visitors to obtain a permit from the office and asking for police assistance to remove any who loiter without a visitor's permit.

6. Secure the necessary equipment for use by faculty with control responsibilities. The following are suggested:

■ *Cameras (movie or still).* Picture-taking is a deterrent against mass behavior and provides evidence in the event legal action is necessary following law violations.

■ *Communication Equipment.* Electronic communication equipment may prove helpful with a large crowd; walkie-talkies for communication to various parts of the campus also can be helpful.

■ *Printed Handouts.* Printed handouts citing the legal authority for administrative actions are useful. These should be given to anyone questioning the authority of the administrative action being taken.

This is a partial list of suggestions to be included in an emergency plan. Because each school is unique in its organization and staffing, it becomes essential that an individual school emergency plan for disruptive student activism be developed, utilizing the local resources available.

If the need does arise to apply such emergency practices, administrators should act without emotion or hesitation but with calmness

and firmness. They should follow through consistently with all warnings given, while giving no warnings or threats which they cannot or will not enforce. The stakes are too high for bluffing.

The administrator who gives in to the demands of activists in the hope that compromises or appeasement will solve the crisis will be sadly disillusioned. The goal of disruptive activists is confrontation. As Scott Thompson indicated in his speech, "After two or three strong confrontations in which administration stands fast, assuming the position is rational, the activists lose their glamour and spirit, shrinking into a small group and losing influence with the general student body."

Parents of some activist students who in their homes have imposed few restraints may become abusive to the school principal who in good judgment has established reasonable conduct standards. The superintendent and the school board, following clear policy statements, must demonstrate consistent and strong support of the principal in all such times of trial.

The prevention of disruptive student activism will be a growing challenge to most secondary school administrators. Such unrest will force the principal's attention to the relevance of the total educational program, to constructive human relations, and to effective two-way communication. The keystone will continue to be cooperative involvement—of faculty, students, parents, and the community.

Addenda

Below is a sample listing of legal citations in California that can be originated in each state and used in the event of confrontations or other evidences of student activism.

1. *Disobedience by Pupils.* Education Code, Section 10609, 13557, and 10602.
2. *Trespassing by Students.* Penal Code, Sections 647A, 602.9; Education Code, Section 13557.
3. *Conspiracy with Others to Obstruct Justice.* Penal Code, Section 182.
4. *Insulting or Abusing Teachers.* Section 13560 of the Education Code indicates any person who insults or abuses a teacher in the presence of other school personnel or pupils while a teacher is performing assigned duties is guilty of a misdemeanor, and such misdemeanor is punishable by a fine of not less than $50.00.
5. *Disturbing the Peace.* Section 415 of the Penal Code. It should be noted that any act which is likely to produce violence, even though the act itself has no element of violence, can constitute a breach of the peace as a violation of the Penal Code.
6. *Assault and Battery.* Sections 240 and 242 of the Penal Code.
7. *Assault on a Peace Officer.* 1873 case of People versus Murat. It was determined that any attack on a peace officer was a misdemeanor.
8. *Drawing or Exhibiting a Firearm.* Violation of Section 417 of the

Penal Code. This violation is punishable by fine of not more than $500.00 and/or confinement in jail.

9. *Destruction of Property*. Education Code, Section 10606, indicates that a pupil who willfully injures any school property, either real or personal, is subject to suspension or expulsion, and that the parent is financially liable for all damages caused. Section 1714.1 of the Civil Code stipulates liability of parents for willful misconduct on the part of minors.
10. *Refusal to Disperse*. The refusal of any group to obey a lawful command to disperse is a violation of Section 416 of the Penal Code.

This sample listing of the violations of the law in California could be equated in most other states. A list of this nature should be developed in cooperation with legal counsel and distributed to all principals, superintendents, school boards, and parent-teacher associations in each state. The list also should be made available to student councils for discussion with school administrators and members of the student body. Problem areas not already covered by adequate legal provision should be clarified as in need of review and action.

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